

Section II: Functional Annexes

Purpose

This annex was developed to describe the concepts, organizations, and responsibilities applied to the rapid and effective assessment of damage following an emergency situation or natural disaster in Stillwater County. It is not intended to define Standard Operating Procedures (SOP) for any particular agency, but to provide a framework for operations in the event of mutual aid between agencies.

Situations and Assumptions

1. Situations

- A. Stillwater County has the potential to experience damages caused by a major emergency/disaster.
- B. A disaster, regardless of hazard, requires an accurate assessment of the actual effect on population and property. Such assessment defines the severity and magnitude of loss and directs attention to the mobilization of human and material resources necessary to cope with the situation. Additionally, an county or city assistance request must be based on a firm, aggregate community damage/loss estimate.
- C. There are diverse groups, both public and private that will assess damage following a disaster. These groups include the Red Cross, Public Works, Law Enforcement, Fire Departments, Northwestern Energy, and Qwest, which could survey damage.
- D. There are no building codes for the county, except for electrical and plumbing enforced by the state.

2. Assumptions

- A. Damage resulting from an emergency or disaster may involve a wide variety of public and private facilities, homes, businesses, roads, bridges, and other structures and facilities.
- B. Accurate information on the type and quantity of damage is difficult to determine immediately after a disaster. Rumors are rife, few people have the complete pictures and information is spotty at best. Most of the information in the early stages of a disaster will originate with law enforcement officers, public works personnel and citizens.
- C. An organized and coordinated damage assessment performed by teams will provide the EOC and chief decision-makers with the information necessary to respond to and recover from, the disaster.

Concept of Operations

A. General

- A. Damage assessment in Stillwater County is designed to determine rapidly the extent of damage, to provide accurate information to County authorities, and to support and expedite requests for State and Federal assistance.
- B. As a rule, damage assessment will begin as soon as practical, either during or immediately following an emergency/disaster. Damage assessment will be coordinated out of the EOC.
- C. Damage Assessment Teams should consist primarily of local government employees who

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possess the necessary expertise. When necessary, state employees or private sector personnel from the fields of engineering, building trades, property assessment, and other related areas may be used to supplement existing team members.

- D. When an operation, such as a hazardous material accident, is in need of specialized assistance, appropriate personnel will be added to the teams.
- E. Depending on the magnitude of the situation, Montana Disaster and Emergency Services may provide assistance in developing damage assessment reports that support requests for disaster declarations.

B. Direction and Control

- ◆ See the Direction and Control Annex in Section II: Functional Annexes.
- ◆ Damage assessment will take place in two phases:
 - A. Phase I: **Initial Assessment** – The initial assessment, to determine general impact and damage to vital facilities and resources, and provide a brief overview of impact on citizens and businesses; and
 - B. Phase II: **Secondary Assessment** – Subsequent, in-depth, assessments to determine the full extent of damage and the financial implications for disaster declarations and disaster assistance. Priorities in the initial assessment will be the restoration of emergency response and direction and control capability, and the saving of lives.

In an incident requiring damage assessment, such as an earthquake or flood, a Damage Assessment Group (DAG) will be supported under the *Operations Section*. This group will be lead by a *Group Supervisor* appointed by either the IC or Operations Chief and ideally being on the Public Works Directors.

The initial assessment will take place under the direction of the *Damage Assessment Group*, with assistance from the *Planning Section* as needed. Priorities in the second phase will be to estimate damages, restore public services and facilitate disaster assistance. The *Finance Section* may provide assistance in Phase II assessments (cost analysis, budgeting etc.) The County does not have the resources to restore private residences or businesses.

A. Initial Damage Assessment

An aerial survey of the County should be performed as soon as possible after the incident. The results of this survey will facilitate further damage assessment on the ground. Local building officials will direct damage assessment on vital facilities according to their assigned Branch. The initial damage assessment should be augmented by “windshield” surveys and citizen reports, in order to provide as estimate of numbers of private homes and businesses affected. This survey should be completed as soon as possible, since it will provide the supporting documentation for a disaster declaration, and establish a base for the secondary assessment process.

An assessment of damage to utilities, and evaluation of the immediate needs of the population, especially water and sanitation services, should be accomplished as soon as possible.

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Potable water is a major concern following some emergencies. Power and gas for heating may also be extremely important, depending upon the season.

B. Secondary Assessment

The EOC Finance Section should begin gathering dollar figures associated with the damage to support requests for disaster declarations and assistance. Resources and facilities, which will be vital to the economic recovery of the County, should be surveyed. These include all hospitals, schools, financial institutions, and major employers. Some buildings or structures may require further engineering evaluation, to be performed by a consultant hired by the owner.

C. Aerial Reconnaissance

The Civil Air Patrol, MTDNRC, MT Highway Patrol, and a number of public and private resources may be utilized. This includes fixed wing and helicopter.

3. Phase Management

Mitigation Phase Actions:

- ☐ Develop and adopt adequate building codes.
- ☐ Develop and adopt adequate land use regulations.
- ☐ Review development plans for risk.

Preparedness Phase Actions:

- ☐ Identify potential damage assessment team members.
- ☐ Regularly train personnel in damage assessment techniques. (See Damage Assessment Manual)
- ☐ Maintain pre-disaster maps, photos, and other documents for damage assessment purposes. Develop techniques and technology that will allow this information to be accessible to the EOC in the case of disaster. Develop a system for designating evacuation routes as may be needed, following damage assessments.
- ☐ List critical facilities requiring priority repairs if damaged.

Response Phase Actions:

- ☐ Request DATs report to duty.
- ☐ DAG Supervisor will brief assembled DATs on the situation, assignments, and other operating information necessary to conduct a rapid damage assessment of all buildings in a specified area.
- ☐ Conduct Damage assessment and collect damage information using a prioritized system that focuses first on critical facilities. Photograph damage, when appropriate.
- ☐ Place barricades and warning signs around damaged public works facilities.
- ☐ Compile damage assessment forms and reports in the EOC.
- ☐ Complete disaster summary outline.
- ☐ Keep State DES informed of damage reports.

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Recovery Phase Actions:

- ☐ Identify unsafe structures and recommend condemnation. Accompany state and federal assessment teams to complete Damage Survey Reports (DSRs).
- ☐ Monitor destruction and/or restoration activities. Repair facilities according to their importance to the community.
- ☐ Review building codes and land use regulation for possible improvements.
- ☐ Submit DSRs to DES and FEMA.
- ☐ Participate in post-disaster briefings.
- ☐ Revise plans accordingly.

4. Operational Roles and Responsibilities

◆ American Red Cross (ARC)

- ☐ Conduct a windshield damage survey within the first 24 hours.
- ☐ Assist in the accomplishment of "Individual Assistance" damage assessment tasks, in conjunction with the DAG.
- ☐ Prepares to provide ARC damage survey teams.

◆ Building Department

- ☐ Provides damage assessment team (DAT) in support of the ARC.
- ☐ Accomplishes "Individual Assistance" damage assessment tasks to include cost estimates.
- ☐ Maintains coordination with EOC.

◆ Chief Elected Officials

- ☐ Declare an emergency and/or a disaster with up to a 2-mill levy, if appropriate. Separate declarations are required for each jurisdiction (county, and Columbus.) A disaster declaration will allow a request to the MTDES for assistance.
- ☐ Notify those officials or nay other county agencies whose assistance may be required to assist in the damage assessment process.
- ☐ Initiate a review of building codes, land-use regulations, and a reassessment of the disaster-affected tax base after a major disaster.

◆ County Assessor

- ☐ Gather and compile information from DAT members.
- ☐ Estimate dollar loss to the County.
- ☐ Assimilate information on damage to private structures and businesses.
- ☐ Evaluate the effect of damage on tax base and economy.
- ☐ Evaluate the effect of the tax base and economic damages on school districts and the colleges.

◆ DES Coordinator (DESC)

- ☐ Arrange for training of personnel in disaster assessment and maintain a list of qualified

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local individuals.

- ☐ Alerts Damage Assessment Teams (DAT) to perform an initial (windshield) survey of damages to buildings, streets, roads, bridges, and other critical facilities.
- ☐ Manage the EOC; advise the CEO's and support field operations.
- ☐ Provide public information if the PIO is not available.
- ☐ Ensure that damage assessment and major events are being recorded.
- ☐ Hold periodic briefings when necessary for the EOC staff to exchange information.
- ☐ Notifies appropriate government agencies and private sector organizations when damage assessment procedures are to be initiated.
- ☐ Coordinates information requests from County, State and Federal Authorities.

◆ **Emergency Operations Center (EOC)**

(See the EOC Annex for more information)

- ☐ The EOC will receive all damage assessment reports from the field. This information will be passed to the Planning Section's Situation Unit for consolidation.
- ☐ A Situation map will be maintained by the Planning Section in the EOC to illustrate the affected areas and any other pertinent information such as fires, flooding, impassable roads and alternate response routes. (Release of specific damage assessment information to private appraisers, insurance adjusters, and others may need the approval of local authorities (CEOs).
- ☐ A Damage Assessment Group will be organized under the Operations Section. Once designated and staffed, this group will be responsible for all damage assessment operations.
- ☐ The Logistics Section will provide the necessary logistical support to damage assessment personnel during emergency operations.

◆ **Extension Agent (County)**

- ☐ Provides the EOC with reports concerning the extent and estimated costs of damage to crops, soils, livestock, farm buildings, machinery, and equipment.

◆ **Fire Services:**

- ☐ City and county fire departments will fight fires, rescue victims, respond to hazardous materials incidents, provide emergency medical services, assist law enforcement with evacuation and assess damage as observed. Damage reports will be reported to the EOC for collection and assessment.

◆ **Law Enforcement:**

- ☐ Determines, as rapidly and accurately as possible, the number of citizens deceased, injured, or missing as a result of the emergency or disaster, and submits this information and updates to the EOC and Coroner.

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◆ **Public Health:**

- ☐ Gather information concerning injuries and their severity, and of fatalities resulting from disasters. This information is forwarded to the EOC as soon as it is available.
- ☐ In cooperation with public works departments, evaluate damage to water treatment and sewer facilities following a disaster.
- ☐ Evaluate reports of damage sustained by medical facilities in a disaster area. Support in this area will be provided by individual medical facilities. Each medical facility administrator, or designee, will gather initial damage assessments and identify which patients must be removed pending repairs to the facilities. The data will be forwarded to the EOC.
- ☐ Conduct damage assessment in licensed food facilities for contamination and refrigeration failures.

◆ **Public Works:**

- ☐ Conduct a windshield damage survey within the first 24 hours and a more intensive assessment as able. Damage assessment will be reported to the EOC.
- ☐ In coordination with DAG, provides engineering or other special assistance required by the DATs. Provides dollar estimates for necessary debris clearance, traffic engineering, and protective measures (engineering items only, not fire, rescue or police costs).
- ☐ Coordinate restoration of basic services. Repairs to streets and bridges will be made in order of priority. Provides dollar estimates for restoration of these services.
- ☐ Identifies area in the County that are isolated as a result of bridge or roadway damage; exchange such data with the M-DOT.
- ☐ Provides a cost estimate for damaged or destroyed facilities, bridges and roadways, estimates the impact of the loss of such transportation assets.
- ☐ City Public Works will coordinate to inspect priority buildings first, which are essential services, hospitals, nursing homes, and shelters. Damage assessment will be reported to the EOC.

◆ **Superintendent of Schools: (County)**

- ☐ Determines the extent and estimated cost to repair damaged public schools. Including the total number of insured and uninsured damage, and proves the data to the EOC.
- ☐ Provides an estimate of the impact of damage on the operations of public schools within the county; includes projected dates for opening closed schools.

◆ **Utility Companies:**

- ☐ Provide damage assessment information and estimated utility recovery times to the EOC.

5. Authorities and Limitations

- The Commissioners have the authority to declare a State of Emergency within their jurisdiction and the responsibility to request a state or federal declaration if appropriate.
- Commissioners have the authority to enter into mutual aid agreements between their jurisdiction and other jurisdictions.

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- The MTDOT and the Federal Highway Administration have the authority to close state and federal highways and bridge structures.
- The County Health Officers have broad authority over matters of public health to include air and water quality concerns, food supplies, wastewater systems, and disease prevention.
- City officials have the authority to condemn a building in the city as unsafe to occupy.

6. Public Information

- See the Public Information Annex in Section II: Functional Annexes
- The EOC will be responsible for all emergency public education and information.
- Once appointed, the Public Information Officer (PIO) will be responsible for public coordination and dissemination during the emergency and will clear all press releases through the Incident Commander or DESC. All approved press releases will be logged and a copy saved for the disaster records.
- The PIO may also participate in a joint Information Center (JIC), staffed by PIOs from various jurisdictions, to address the media with a single, coordinated voice.

7. Considerations and Implementation Responsibilities

◆ Critical Facility Priorities for Inspection and Repair:

Buildings

- 1) Stillwater County Courthouse/Sheriff's Office/Dispatch
- 2) Columbus/Absarokee/Park City Fire Stations
- 3) Columbus Community Hospital
- 4) Beartooth Manor
- 5) (Other Nursing Facility)
- 6) Columbus City Hall/Police Station
- 7) Northwestern Energy
- 8) Waste Water Treatment Plant
- 9) Schools required for shelters
- 10) Pavilion (required for shelter)
- 11) Columbus Airport

Water Supplies

- 1) Water Treatment Plant, Columbus

HazMat Storage Sites

- 1) Stillwater Mining Smelter
- 2) Montana Silversmiths

Public buildings and residences will be inspected following the survey of essential buildings and facilities.

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◆ **Debris Removal:** *Public Works*

Removal of debris from public roads/highways is the responsibility of the agency that is responsible for its maintenance. Care should be taken to ensure that debris removal efforts are coordinated with other agencies that may have an associated responsibility. Removal of debris from private property is the responsibility of the property owner. (see Debris Management Annex)

◆ **Environmental Protection:** *Public Health*

The Health Department will take the lead in issues of sanitation, potable water supply and disease prevention. It must be assumed that municipal water sources may be disrupted with the potential for contamination of drinking water caused by sewage and other sources of infestation. Food supplies may be compromised by contamination or lack of power. Refuse could accumulate to create safe harbor for insects, rodents, and other disease carrying vectors.

◆ **Road Closures and Emergency Transportation Routes:** *Law Enforcement*

State, County, or City law enforcement agencies working in conjunction with MT-DOT and County Roads Department can enforce the closure of roads and rerouting of traffic if necessary.

◆ **Telephone Outages:** *Qwest*

Qwest will provide response to the loss of conventional telephone service. Cellular telephones may not work when conventional lines are lost. If the interruption to phone service promises to be lengthy, or widespread, alternative communication such as Amateur Radio may be used to establish contact between the public and government facilities.